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Democratic Services Section
Legal and Civic Services Department
Belfast City Council
City Hall
Belfast
BT1 5GS



24th August, 2022

SPECIAL MEETING OF THE PLANNING COMMITTEE

Dear Alderman/Councillor,

The above-named Committee will meet in a Hybrid format on Wednesday, 31st August, 2022 at 5.00 pm, for the transaction of the business noted below.

You are requested to attend.

Yours faithfully,

John Walsh

Chief Executive

AGENDA:

1. Routine Matters

- (a) Apologies
- (b) Declarations of Interest

2. Planning Applications

(a) LA04/2021/2856/O - Proposed mixed use regeneration development comprising office (Class B1), residential apartments (including affordable), retail (Class A1), hotel, leisure (Class D2), public realm, active travel uses, cafes, bars and restaurants, and community uses (Class D1), on lands surrounding the new Belfast Transport Hub and over the Transport Hub car park, to the east and west of Durham St and south of Grosvenor Rd. At Lands to east of West Link (A12) and south of Grosvenor Road; Lands at Grosvenor Road and intersection of Grosvenor Road and Durham Street; Lands to the east of Durham Street and north of Glengall Street; Lands at Glengall Street; Lands between Glengall Street and Hope Street including Europa Bus Station, Great Victoria Rail Station surface car parks at St Andrew's Square; Translink lands to west of Durham Street, south of BT Exchange building and north of Murray's Tobacco Works - Report to follow

- (b) LA04/2022/0063/F Construction of warehouse distribution facility, associated ancillary office, yards, car parking and access from Westbank Road. At Lands to the north east of 3 Westbank Road and immediately south west of the existing Stena Line Terminal, Belfast Harbour Estate (Pages 1 -18)
- (c) LA04/2022/0853/F Provision of a two-storey multi-purpose shared space building comprising main hall (to facilitate 3no. indoor pitches), changing and toilet facilities, kitchens, multi-function rooms. Car and cycle parking areas, service yard, perimeter fencing, temporary construction compound hoarding, associated external lighting and landscaping. Proposed vehicular and pedestrian accesses from Springfield Heights and Ballygomartin Road, service vehicles from Ballygomartin Road and all associated site works. At Site of the former Finlay's Factory SE of Ballygomartin Road, N of Moyard Crescent, NW of Springfield Heights and Springfield Park (Pages 19 - 40)
- (d) LA04/2021/1231/O Demolition of existing buildings and erection of 36 apartments in 2 blocks at 385 Holywood Road *Report to follow*

3. Restricted Items

(a) Update on the replacement Planning Portal - Report to follow

Development Management Officer Report Committee Application

Summary		
Committee Meeting Date: 31st August 2022		
Application ID: LA04/2022/0063/F	Target Date:	
Proposal: Construction of warehouse distribution facility, associated ancillary office, yards, car parking and access from Westbank Road.	Location: Lands to the north east of 3 Westbank Road and immediately south west of the existing Stena Line Terminal Belfast Harbour Estate Belfast BT3 9JL	
Referral Route: Major development		
Recommendation:	Approve subject to conditions	
Applicant Name and Address: Belfast Harbour Commissioners Harbour Office Corporation Square Belfast BT1 3AL	Agent Name and Address: Turley Hamilton House 3 Joy Street Belfast BT2 8LE	

Executive Summary:

This application seeks full planning permission for the construction of a warehouse distribution facility, associated ancillary office, yards, car parking and access from Westbank Road. The site is located in Belfast Harbour Area and is situated on reclaimed land adjacent to the Stena Line terminal.

The main issues to be considered in the determination of this application are:-

- The acceptability of the proposed use at this location;
- The acceptability of the design;
- Impact on surrounding context;
- Access, parking and traffic management; and
- Environmental Considerations Drainage, Contamination, Noise, Impact on Designated Sites

The site is reclaimed land and is located with Belfast Harbour Area in dBMAP (v2014). A small part of the site is zoned as Employment/Industry whilst the majority of the site is not zoned. Part of the site is identified as land for 'port related uses after infilling' in the Belfast Harbour Local Plan. The site is within Belfast Lough in the BUAP and dBMAP (v2004). The proposed use is considered acceptable and is compatible with the surrounding uses and is compliant with PPS 4, PPS 2 and relevant provisions of the SPPS.

DFI Roads has requested a further drawing to demonstrate adequate space for disabled parking. A revised plan has been submitted to address this minor technical issue, which DFI Roads is currently considering. All other consultees have no objection to the proposed development subject to conditions.

No third party representations have been received.

The applicant (Belfast Harbour Commissioners) has advised that they are committed to bringing this development forward but that timing is critical as a tenant has been secured for the proposed development and consider the August Committee is crucial to keep with the tenant's programme.

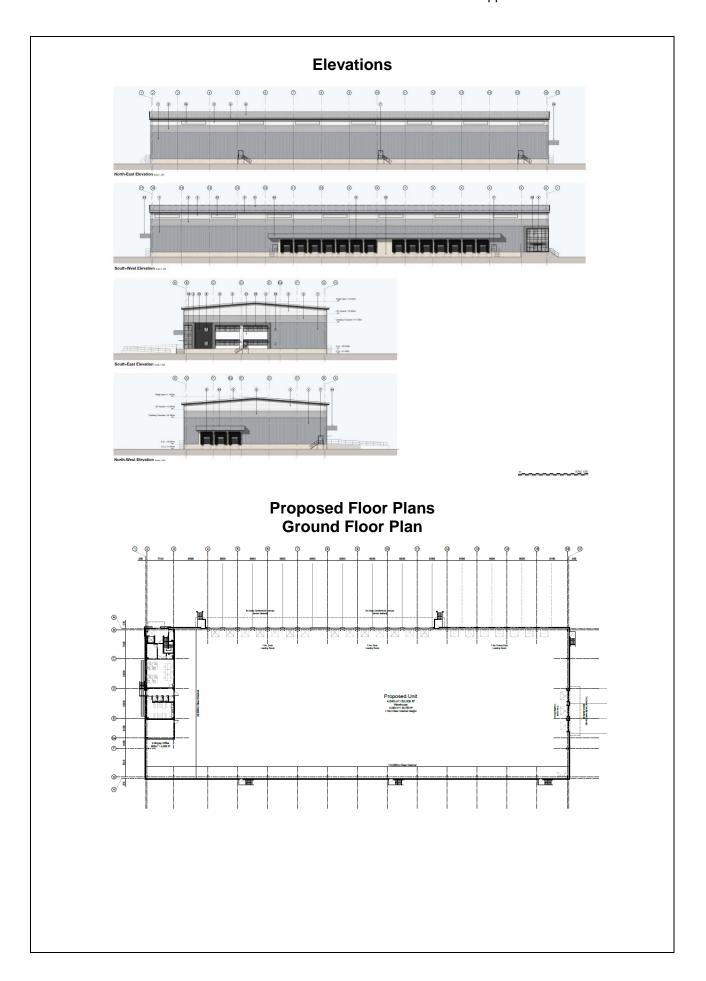
Recommendation

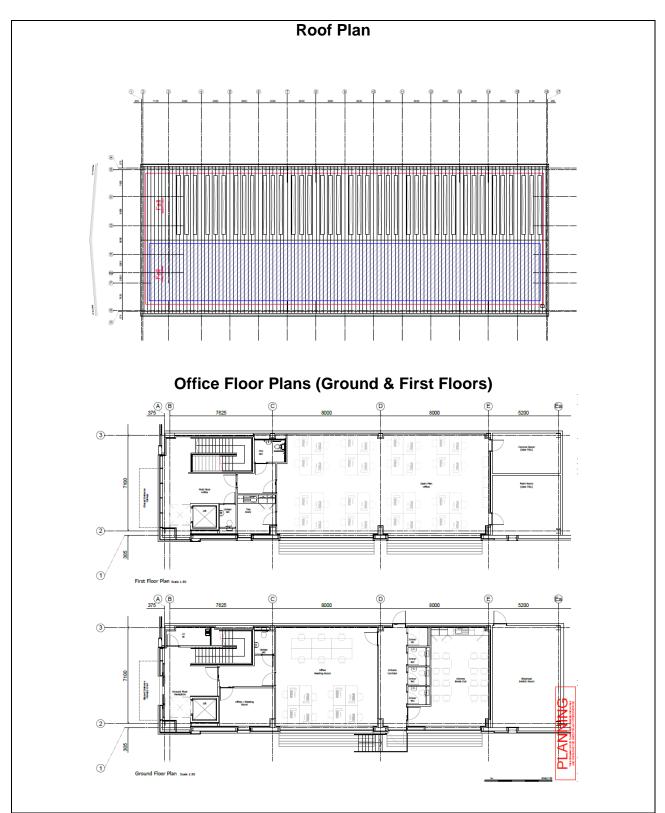
Having regard to the development plan, relevant policy context and other material considerations the proposed development is considered acceptable and it is recommended that planning permission is granted.

Delegated authority is sought for the Director of Planning and Building Control to finalise the wording of conditions and to deal with any DFI Roads comments and other issues which might arise.

Signature(s):		







2.0 Characteristics of the Site and Area

The site is located in Belfast Harbour area adjacent to the Stena Line Terminal. Surrounding land comprise warehouses, container storage areas and ferry terminal. The site is flat and bounded to the north-west by Belfast Lough. The site is reclaimed land and is currently used for container storage.

3.0 Description of Proposal

- The application seeks full planning permission for construction of a warehouse distribution facility, associated ancillary office, yards, car parking and access from Westbank Road.
- The applicant (Belfast Harbour Commissioners) has secured a tenant to occupy the proposed development which has been designed to meet their operational needs. The applicant is committed to bringing this development forward but has indicated that timing is critical.

4.0 Planning Assessment of Policy and Other Material Considerations

4.1 Policy Context

Regional Planning Policy

- Regional Development Strategy 2035 (RDS)
- Strategic Planning Policy Statement for Northern Ireland (SPPS)
- Planning Policy Statement 2 (PPS 2) Natural Heritage
- Planning Policy Statement 3 (PPS 3) Access, Parking and Movement
- Planning Policy Statement 15 (PPS 15) Flood Risk

Local Planning Policy Context

- Belfast Urban Area Plan (2001) BUAP
- Belfast Harbour Local Plan (2005) BHLP
- Draft Belfast Metropolitan Area Plan 2015 (v2004)
- Draft Belfast Metropolitan Area Plan 2015 (v2014)
- Belfast Local Development Plan Draft Plan Strategy 2035

Other Material Considerations

• Developer Contribution Framework

4.2 Planning History

LA04/2021/2567/PAN – Construction of warehouse distribution facility, associated ancillary office, yards, car parking and access, Lands to the north east of 3 Westbank Road and immediately south west of the existing Stena Line Terminal, Belfast Harbour Estate, Belfast, BT3 9JL. PAN Acceptable 25.11.21

LA04/2018/1607/DETEIA – Construction of a warehouse distribution facility, Lands to the North East of 3 Westbank Road and immediately South West of the Existing Stena Line Terminal, Belfast Harbour Estate, Belfast, BT3 9JL. Environmental Statement not required.

LA04/2018/0986/PAD – Construction of warehouse distribution facility, associated ancillary office, yards, car parking and access, Lands to the North East of 3 Westbank Road and immediately South West of Stena Line Terminal, Belfast Harbour Estate, Belfast, BT3 9JL.

LA04/2018/0769/PAN – Construction of warehouse distribution facility, Lands to the North East of 3 Westbank Road, Belfast Harbour Estate, Belfast, BT3 9JL. PAN acceptable 16.04.2018

Z/1991/2077 – Land formation, including infilling and levelling, for use

as operational land for port purposes as defined in the Planning (General Development) Order (N.I.) 1973, Westbank Road, Belfast Harbour Estate, BT3. Permission granted 22.05.91

4.3 Consultations

4.3.1 **Statutory Consultations**

DFI Roads – Final Comments/Draft Conditions to follow.

DFI Rivers Agency – No objection.

NI Water – No objection.

NIEA – *Water Management Unit* – No objections subject to condition, *Regulation Unit* – No objections subject to conditions, *NED* – No objections subject to conditions, *Marine Division* – No objections subject to condition.

4.3.2 **Non-Statutory Consultations**

Environmental Health – No objection subject to condition.

Shared Environmental Services – No objection. SES advises that the proposal would not have an adverse effect on the integrity of any European site either alone or in combination with other plans or projects subject to conditions.

Economic Development Unit - No objection. Employability and skills related Developer Contributions Section 76 clauses will not be required for the construction phase of the development.

BCC Waste Management Team – No objections subject to condition.

NIE – No objection.

Belfast Harbour Commissioners – No objection.

4.4. Representations

4.4.1 The application has been advertised and neighbours notified. No comments have been received which raised the following issues.

5.0 Planning Assessment

Key Issues

- 5.1 The key issues to be considered in the assessment of this application are:
 - The acceptability of the proposed use at this location
 - The acceptability of the design
 - Impact on surrounding context
 - Access, parking and traffic management
 - Environmental Considerations Drainage, Contamination, Noise, Impact on Designated Sites

5.2 **Development Plan Context**

5.2.1 Section 6(4) of the Planning Act (Northern Ireland) 2011 states that in making any determinations under the Act, regard is to be had to the local development plan, and the determination must be made in accordance with the plan unless material considerations indicate otherwise.

- The adoption of the Belfast Metropolitan Area Plan (BMAP) in 2014 was declared unlawful as a result of a judgement in the court of appeal delivered on 18 May 2017. This means that the Belfast Urban Area Plan 2001 (BUAP) provides the statutory plan context for the area.
- 5.2.3 Draft BMAP 2015 (dBMAP 2014), in its most recent, post-examination form remains a significant material consideration when making planning decisions. It was at the most advanced stage possible prior to adoption. However, in assessing this application regard is also had to the provisions of draft BMAP which was published in 2004 (dBMAP 2004).
- 5.2.4 In the BUAP the site is within Belfast Lough (i.e. the land had not been reclaimed at that time). In dBMAP (v2014) the site is located with Belfast Harbour Area and is not zoned. In dBMAP (v2004) the site is also within Belfast Lough. In the Belfast Harbour Local Plan 1990-2005 the site is partly within an area identified for 'Port related uses after infilling' and partly within Belfast Lough.
- The Belfast Local Development Plan Draft Plan Strategy 2035 will guide future planning application decision making to support the sustainable spatial growth of the city up to 2035. The draft Plan Strategy has been subject to examination by the Planning Appeals Commission and the Council has been provided with a copy of their Report, together with a Direction from the Department for Infrastructure in relation to additional required steps before it can be adopted. Paragraph 1.10 of the Strategic Planning Policy Statement (SPPS) states that a transitional period will operate until such times as a Council's Plan Strategy has been adopted. Accordingly, whilst the Draft Plan Strategy is now a material consideration it has limited weight until it is adopted and during this transitional period existing policies will be applied including the SPPS and relevant PPSs.

5.3 **Background**

5.3.1 This proposed development was the subject of PAD discussions with the agent/applicant prior to submission of the planning application. Advice was provided from DFI Roads and Rivers Agency, Shared Environmental Services, NIEA, Environmental Health and Planning Service during the PAD process.

5.4 Principle of Development/Acceptability of the Proposed Use

- 5.4.1 PPS 4 and PPS 11 apply to the consideration of the acceptability of the proposed use. The site is located within Belfast Harbour Estate which is predominantly an existing economic/industrial area. The proposal requires to be considered under Policy PED 1 Economic Development in Settlements and Policy PED 9 General Criteria for Economic Development. Economic Development is defined in PPS 4 as comprising industrial, business and storage and distribution uses. The proposed use is storage and distribution which falls within Class 4 of the Planning (Use Classes) Order (Northern Ireland) 2015.
- The site is reclaimed land and the site is not zoned in dBMAP (v 2015). Part of the site is identified as land for 'port related uses after infilling' in the Belfast Harbour Local Plan. The site is within Belfast Lough in the BUAP which was issued before the land was reclaimed. The site is also within Belfast Lough in dBMAP (v2004).
- 5.4.3. Policy PED 1 of PPS 4 states that in respect of Class B4 Storage or Distribution Uses development will be permitted 'in an existing or proposed industrial/employment area where it can be demonstrated: that the proposal is compatible with the predominant industrial/employment use; it is of a scale, nature and form appropriate to the location;

and provided approval will not lead to a significant diminution in the industrial/employment resource both in the locality and the plan area generally.'

- 5.4.4 Whilst the site is not zoned for an industrial use it is located within Belfast Harbour Estate and the proposed storage and distribution use is dominant in the immediate area given its location at the Port of Belfast. The proposed use is considered compatible with the immediate surrounding area which comprises storage and distribution uses and a ferry terminal. The scale of the development assessed in detail below is considered appropriate to site context and in keeping with similar developments in the surrounding area within Belfast Harbour Estate.
- 5.4.5 The Technical supplement (Employment and Industry) for the Draft LDP states that 550,000sqm of employment space for B use classes will be required in Belfast between 2020 and 2035. The urban capacity study undertaken as part of the LDP process identified approximately 1.16 million sqm of employment floorspace to be available from committed employment sites and new sites. This demonstrates there is a substantial oversupply of employment space within the Council area. In addition, in the immediate area there is sufficient supply of land for economic development uses given its location within the Harbour Area. Therefore, it is considered that the proposed development will not lead to a proposed diminution of industrial/employment land in the area or the plan area generally.
- The site is located within Belfast Harbour Estate. The proposed development is considered to comply with Policy PED 1 and meet the core principles of the Strategic Planning policy statement for Northern Ireland (SPPS) and objectives of the Belfast Agenda. The proposal would support economic activity and job creation. The proposed uses are considered acceptable in principle and compatible with surrounding uses. Policy PED 9 General Criteria for Economic Development also applies to the proposed development and further assessment of the proposed development is set out below.
- 5.4.7 Policy PED 9 states that a 'proposal for economic development use, in addition to the other policy provisions of this Statement, will be required to meet all the following criteria:
 - (a) it is compatible with surrounding land uses; It is considered that the proposal is compatible with the surrounding uses for reasons set out above.
 - (b) it does not harm the amenities of nearby residents; *No residential properties are located in close proximity to the site.*
 - (c) it does not adversely affect features of the natural or built heritage; further consideration of the impact of the proposed development on natural heritage assets is set out below. There are no built heritage assets in close proximity to the site. In summary the proposed development is not considered to adversely affect features of the natural heritage.
 - (d) it is not located in an area at flood risk and will not cause or exacerbate flooding; The site is bounded immediately on the west by Belfast Lough. Rivers Agency has advised that a small part of the site part of the site at the proposed south west entrance is affected by the present day 1 in 200 year Tidal coastal plain and that the majority of the site is affected by the climate change 1 in 200 year Tidal coastal plain. The proposed development is considered to meet the exceptions test in Policy FLD 1 in that the development proposal will facilitate further economic growth in the Harbour and is located next to the existing Stena Line terminal for operational reasons and is therefore considered to be of regional importance. Rivers Agency is satisfied that the building is to be constructed above the Tidal Climate Change flood level and offer no objections to the proposed development. NIEA Marine Division has recommended a condition requiring

- the submission of a 'Flood Evacuation Plan' prior to operation of the facility however this is an operational matter for the operator.
- (e) it does not create a noise nuisance; *Environmental Health has considered the impact of the proposed development and has no concerns relating to noise.*
- (f) it is capable of dealing satisfactorily with any emission or effluent; Environmental Health has considered the impact of the proposed development and has no concerns relating to air quality/emissions. NI Water has no objections to the proposed development with regard to waste water infrastructure.
- (g) the existing road network can safely handle any extra vehicular traffic the proposal will generate or suitable developer led improvements are proposed to overcome any road problems identified; DFI Roads final response is awaited subject to satisfying technical matters. Notwithstanding, DFI Roads has not raised any objections during the processing of this application regarding the ability of the existing road network to accommodate additional traffic generated by the development.
- (h) adequate access arrangements, parking and manoeuvring areas are provided; *DFI* Roads final response is awaited subject to satisfying technical matters. Notwithstanding, *DFI* Roads has not raised any objections during the processing of this application regarding the access arrangements and manoeuvring areas and subject to agreement on the most recent access arrangements plan submitted parking requirements are considered acceptable.
- (i) a movement pattern is provided that, insofar as possible, supports walking and cycling, meets the needs of people whose mobility is impaired, respects existing public rights of way and provides adequate and convenient access to public transport; The access arrangements proposed include segregated access for HGV, car and pedestrians. Cycle facilities are proposed within the development and the site is 1.4 miles from National Cycle Network (NCN). Existing footways are available on both sides of Westbank Road and a bus service which operates to and from the City Centre every 30 minutes during AM and PM peak periods is available in close proximity to the site. The development supports a range of modes of transport and is considered to meet the needs of those with impaired mobility and is convenient to public transport route.
- (j) the site layout, building design, associated infrastructure and landscaping arrangements are of high quality and assist the promotion of sustainability and biodiversity; The site layout and building design are considered to be of an appropriate design quality. Photovoltaic (solar) panels are proposed on the roof which will promote sustainability. Landscaping proposals are proposed which will promote biodiversity in the area and serve to improve the appearance of the area.
- (k) appropriate boundary treatment and means of enclosure are provided and any areas of outside storage proposed are adequately screened from public view; Security fencing (2.4m high) around the perimeter of the site is proposed and will provide an appropriate means of enclosure. The bin storage area for the office is setback from the Westbank Road and enclosed by timber fencing and adequately screened from public view. A substation is proposed to be located to the front (Westbank Road) side of the building and will be adequately enclosed and screened.
- (I) is designed to deter crime and promote personal safety; Perimeter fencing and gates at the HGV entrance and exit to the site will secure the site and act as deterrent against crime. Car parking and access to the building/office is segregated from HGV lorry loading/parking bays which will serve to promote personal safety for users.
- (m) in the case of proposals in the countryside, there are satisfactory measures to assist integration into the landscape. *Not applicable.*
- 5.4.8 The proposal is considered to satisfy the criteria set out in Policy PED 9.
- 5.5 Scale, Height, Massing, Design and Layout

5.5.1 The proposed warehouse measures 113m long x 41m wide and will create 4,633sqm of floorspace including ancillary office floorspace. The height of warehouse measures 12.5m to the eaves and 14.9m to the ridge. PV panels are proposed on the southern side of the roof. The height and scale of the proposed building is akin to similar existing developments in the immediate and surrounding area. 5.5.2 Ancillary offices are proposed on the ground and first floor of a small part of the overall warehouse floorspace. Fourteen loading doors are proposed along the south eastern elevation with potential for an additional 7 loading doors in the future and 3 are proposed along the eastern elevation. Associated development including refuse enclosures, substation and plant is proposed to the east and south-east of the warehouse. 5.5.3 An existing access along part of the south-western boundary of the site will facilitate HGV traffic entering the site into a service yard with turning and parking facilities. A new access is proposed along the north-eastern boundary of the site which will facilitate HGV traffic exiting the site thereby operating a one-way system through the site for HGV traffic. A separate access and segregated car park are proposed along the eastern portion of the site. In addition, pedestrian access routes linked to the existing footpath are proposed from Westbank Road. 5.5.4 Proposed external finishes include powder coated white, light grey and mid grey wall cladding, light grey roof cladding, anthracite grey aluminium windows and doors, anthracite grey loading doors, white and anthracite grey composite cladding panels and precast concrete retaining wall. Aluminium louvres, canopies to match the proposed cladding on walls. 5.5.5 The proposed height, scale, massing, design, layout and materials of the proposed warehouse and associated development reflect the typical warehouse layout/elevation found in the area and is considered acceptable and complaint with design policy contained in the SPPS. 5.6 **Access, Parking and Traffic Management** 5.6.1 Parking spaces for 43 HGV lorries (not including loading bays) and 60 cars (including 3 disabled spaces and 8 electric charging vehicle spaces) along with 20 bicycles is provided within the development. 5.6.2 Separate access for lorries (HGVs) and cars is proposed and will ensure no conflict arises between vehicular traffic. The HGV access and entrance points are also separate facilitating the operation of a one-way system. 5.6.3 DFI Roads has raised no objections to the access and parking arrangements. The applicant has submitted a revised plan to address a minor technical issue and final comments/draft conditions are awaited from DFI Roads. Officers are satisfied that the proposal complies with PPS 3. 5.7 **Environmental Considerations** 5.7.1 Drainage The application is supported by a Drainage Assessment. The proposal has been

The application is supported by a Drainage Assessment. The proposal has been considered against policies FLD 1-5 of Revised PPS15. DFI Rivers have raised no objections under Policies FLD 1, 2, 3, 4 and 5.

5.7.2 NI Water has no objection to the proposed development and advises that there is available capacity at the Waste Water Treatment Works to serve the development; that

there is a foul sewer, public surface water sewer and public water main within 20m of the proposed development boundary which can adequately service these proposals.

5.7.3 SES recommends a condition (see below) requiring details of the method of sewage disposal to be agreed in advance of commencement of the development.

Contamination

5.7.4 The application is supported by a Preliminary Risk Assessment which has been considered by both DAERA: NIEA and Environmental Health. Neither has raised objections and both have provided conditions/informatives if permission is granted.

Noise

5.7.5 The application is supported by a Noise Impact Assessment which has been considered by Environmental Health who have no objections based on noise.

Air Quality

5.7.6 Environmental Health has reviewed the proposal and has advised that they have no concerns regarding air quality.

Waste Management

- 5.7.7 A Waste Management Plan has accompanied the application and has been reviewed by BCC Waste Management Unit who consider that further information is required but do not foresee any issue in dealing with waste at this site. Further to a request for additional information the applicant's team advised that an operator for the facility was still to be confirmed and as such, request a condition is included on any decision notice requiring the submission of an updated Waste Management Plan prior to occupation of the development. More recent correspondence indicates that a tenant has now been secured and that the proposed development has been designed to meet the operational needs of the tenant. Notwithstanding, officers consider that final Waste Management arrangements can be conditioned which will ensure that appropriate arrangements are agreed prior to the operation of the development. A condition is therefore set out below seeking a final Waste Management Plan to be submitted and agreed prior to operation of the development.
- 5.8 Impact on Designated Sites/Natural Heritage Assets
- The proposed development being located immediately adjacent to Belfast Lough is in close proximity to a number of designated sites of National, European and International importance including Inner Belfast Lough ASSI, Belfast Lough SPA, Belfast Lough Open Water SPA and East Coast Marine proposed SPA and Belfast Lough Ramsar Site, North Channel SAC and the Maidens SAC.
- In accordance with Regulation 43(1) of the Conservation (Natural Habitats, etc.) (Northern Ireland) 1995 (as amended) Shared Environmental Services (SES) on behalf of the Council has carried out an appropriate assessment and having considered the nature, scale, timing, duration and location of the project, SES advises that the development would not have an adverse effect on the integrity of any European site, either alone or in combination with other plans or projects. In reaching this conclusion, SES has assessed the manner in which the project is to be carried out including mitigation measures. This conclusion is subject to mitigation measures being conditioned in any approval which relate to submission of the final Construction Environmental Management Plan prior to commencement of development and an agreed sewage disposal arrangement. Both conditions are set out in full below.

5.8.3 Belfast City Council in its role as the competent Authority under the Conservation (Natural Habitats, etc.) Regulations (Northern Ireland) 1995 (as amended), and in accordance with its duty under Regulation 43, has adopted the HRA report, and conclusions therein, prepared by Shared Environmental Service, dated 18/05/2022. This found that the project would not have an adverse effect on the integrity of any European site. SES advise that adherence to the recommended mitigation measures will negate any potential for adverse impacts at construction or operational phase. The proposal is compliant with PPS 2.

Pre-Application Community Consultation

5.9

- 5.9.1 In accordance with the requirements of Section 27 of the Planning Act (NI) 2011, the applicant served a Proposal of Application Notice (PAN) on Belfast City Council on 29 March 2018 (LA04/2018/0769/PAN). Belfast City Council responded confirming that the PAN and associated approach met the requirements of Section 27 of the Planning Act and was acceptable subject to additional consultation with Loughview Community Action Partnership and Greencastle Community Surgery.
- 5.9.2 Subsequently, the applicant also submitted a further PAN (LA04/2021/2567/PAN) on 08 November 2021 due to the passage of time between the initial public consultation events (May 2018) and submission of the planning application (December 2021). The applicant undertook an updated public consultation exercise in November 2021 to inform members of the public of the reduction in the development's size and to provide an opportunity for further feedback. Furthermore, during the period between the initial community consultation exercise and the updated consultation exercise the Planning (Development Management) (Temporary Modifications) (Coronavirus) Regulations (Northern Ireland) 2020 was enacted in response to COVID19 restrictions. This Regulation temporarily suspended the requirement for a public event and facilitated alternative consultation measures including web-based engagement, use of social media, community surveys, use of information sheets and newsletters in place of public events. The additional consultation undertaken by the applicant in 2021 was carried out under the temporary modifications regulations i.e. an online consultation website exercise was held in place of a public event. The Council confirmed the second PAN was also acceptable subject to further consultation with Sailortown Regeneration Group, Maritime Belfast Trust, East Belfast Community Development Association and Eastside Partnership.
- 5.9.3 A Pre-Application Community Consultation Report has been produced to comply with the statutory requirement laid out in Section 28 of the Planning Act (Northern Ireland) 2011. The purpose of a PACC report is to confirm that pre-application community consultation has taken place in line with statutory minimum requirements. The report has confirmed advertising for the public event (2018) and the online consultation event/methods (2021) took place in accordance with section 5 of The Planning (Development Management) Regulations (Northern Ireland) 2015. The report also confirmed that a leaflet drop to properties in the surrounding area took place in 2018 and 2021.
- 5.9.4 The reports states that no feedback was received to the 2018 public event and four feedback forms were returned during the follow up public consultation exercise in November 2021. Comments received raised concerns about the level of traffic and how this would impact access to the site. The applicant's response set out in the PACC Report states that 'A transport assessment form has been submitted as part of the application submission which demonstrates there will be no significant impact from this form of development in this location.' Further comments queried the cycling provisions including parking and cycling facilities and how cycling would be promoted. The applicant's response states that 'Cycle parking has been included as part of the

development proposals.' One respondent indicated that they were keen to see the unused land developed. The applicant responded advising that the 'proposal will support the use of brownfield and under utilised land within the existing settlement limit.'

5.9.5 The planning application was submitted in advance of the expiration of 12 weeks following receipt of the second PAN by the Council. The applicant's representatives advised that the planning application relates to the initial PAN submitted in 2018 (LA04/2018/0769/PAN) and the second PAN was submitted only for the purpose of identifying additional consultation to be undertaken. There is no legislative requirement to submit a further PAN or undertake additional public consultation events in such circumstances however, officers consider this good practice given the passage of time. The site boundary of the planning application was marginally different compared with that of the submitted 2018 PAN upon which the applicant is relying upon. In this case, officers considered whether the issue of prejudice would have arisen and considered that as the description and broad location of the development is the same it is therefore unlikely that any prejudice would have arisen and on balance are satisfied that the legislative requirements of Section 27 of the Planning Act have been fulfilled.

The Pre-Community Consultation Report submitted satisfactorily demonstrates that the applicant has complied with the requirements of Sections 27 and 28 of the Planning Act (NI) 2011 and Section 5 of The Planning (Development Management) Regulations (Northern Ireland) 2015 and has adhered to Council recommendations during the PAN process. The PACC report is considered acceptable.

Neighbour Notification Checked

Yes

Summary of Recommendation:

Having regard to the development plan, relevant policy context and other material considerations the proposed development is considered acceptable. It is recommended that planning permission is granted subject to conditions.

Delegated authority is sought for the Director of Planning and Building Control to finalise the wording of conditions and to deal with any DFI Roads comments and other issues which might arise.

DRAFT CONDITIONS

1. The development hereby permitted shall be begun before the expiration of 5 years from the date of this permission.

Reason: As required by Section 61 of the Planning Act (Northern Ireland) 2011.

2. Prior to occupation, a hard and soft landscaping scheme shall be submitted to and approved in writing by the Council. The scheme shall include details of all trees, hedgerows and other planting and finished ground levels; details of the hard surface treatment of open parts of the site which shall be permeable or drained to a permeable area; a planting specification to include species, size, position and method of planting of all new trees and shrubs; and a programme of implementation.

All hard and soft landscaping works **s**hall be carried out in accordance with the approved details. The works shall be carried out prior to the occupation of any part of the development and retained thereafter unless otherwise agreed in writing by the Council. Any proposed trees or plants indicated on the approved plans which, die, are removed or become seriously damaged, diseased or dying shall be replaced during the next planting season with other

trees or plants of a location, species and size, details of which shall have first been submitted to and approved in writing by the Council. All hard and soft landscape areas and works shall be permanently retained in accordance with the approved details.

Reason: In the interests of the character and appearance of the area, and to promote sustainable drainage.

3. Prior to operation a Final Waste Management Plan shall be submitted to and agreed in writing by the Council. The development shall be carried out in accordance with the approved details.

Reason: To ensure adequate Waste Management arrangements are in place to serve the development.

4. Prior to commencement a final Construction Environmental Management Plan (CEMP) shall be submitted and agreed in writing by the Council. The final CEMP shall contain all the mitigation as described in the Outline CEMP by Doran Consulting, dated 03 December 2021 and the additional advice of NIEA WMU and NED in their responses dated 06/05/2022. The development shall be carried out in accordance with the approved details.

Reason: To protect the features of marine connected European Sites from potential construction generated polluting discharges and piling noise and to ensure effective avoidance and mitigation measures have been planned for the protection of the water environment prior to works beginning on site.

5. Prior to occupation details of the method of sewage disposal shall be submitted to and agreed in writing by the Council. The development shall be carried out in accordance with the approved details.

Reason: To ensure a practical solution to sewage disposal is possible at the site that will protect features of Marine connected European Sites from adverse effects.

6. If during the development works, new contamination or risks are encountered which have not previously been identified, works should cease and the Council shall be notified immediately in writing. This new contamination shall be fully investigated in accordance with the Land Contamination: Risk Management (LCRM) guidance available at https://www.gov.uk/guidance/landcontamination-how-to-manage-the-risks. In the event of unacceptable risks being identified, a remediation strategy shall be submitted to and approved in writing by the Council and the development shall not proceed unless in accordance with the approved remediation strategy.

Reason: Protection of environmental receptors to ensure the site is suitable for use and protection of human health.

7. After completing the remediation works under Condition 6; and prior to occupation of the development, a verification report shall be submitted to and approved in writing by the Council. This report should be completed by competent persons in accordance with the Land Contamination: Risk Management (LCRM) guidance available at: https://www.gov.uk/guidance/landcontamination-how-to-manage-the-risks.

The verification report should present all the remediation, waste management and monitoring works undertaken and demonstrate the effectiveness of the works in managing all the risks and wastes in achieving the remedial objectives.

Reason: Protection of environmental receptors to ensure the site is suitable for use and protection of human health

8. There shall be no direct discharge of untreated surface water run-off during the construction and operational phases into Belfast Lough (Belfast Lough SPA, Belfast Lough Water SPA, Inner Belfast Lough ASSI, Outer Belfast Lough ASSI).

Reason: To protect Designated Sites and site selection features.

9. A suitable buffer of at least 10m must be maintained and kept clear between the location of all construction works including concrete mixing and washing areas, storage of machinery/material/spoil etc. and any drains on site.

Reason: To protect Designated Sites and site selection features.

DFI Roads conditions to follow.

Notification to Department (if relevant) - Not Required

Date of Notification to Department: N/A

Response of Department: N/A

Representations from Elected Members: None

ANNEX	
Date Valid	12th January 2022
Date First Advertised	28th January 2022
Date Last Advertised	

Details of Neighbour Notification (all addresses)

The Owner/Occupier, 19 West Bank Rd, Belfast BT3 9JL

The Owner/Occupier, Ground Floor, Transit 3, 32 West Bank Road, Belfast, Antrim, BT3 9JN

The Owner/Occupier, Stena Line Belfast, Victoria Terminal, 4 West Bank Rd, Belfast BT3 9JL

The Owner/Occupier, Transit 2, West Bank Road, Belfast, Antrim, BT3 9JL

The Owner/Occupier, Transit Shed 3, West Bank Rd, Belfast BT3 9JL

The Owner/Occupier, Unit 5, Transit 3,32 West Bank Road, Belfast, Antrim, BT3 9JL

Date of Last Neighbour Notification	14th February 2022
Date of EIA Determination	10th February 2022
ES Requested	No

Drawing Numbers and Title

- 01 Site Location Plan Published 08.02.22
- 02 Site Plan Published 08.02.22
- 03 Fence Plan Published 08.02.22
- 04 Indicative Warehouse Section Published 08.02.22
- 05 Office Layout Published 08.02.22
- 06 Proposed Building Layout Base Build Published 08.02.22
- 08 Proposed Elevations Published 08.02.22
- 09 Proposed Refuse Store Details Published 08.02.22
- 10 Proposed Roof Plan Published 08.02.22
- 11 Proposed External Surfaces Published 08.02.22
- 12b Access Arrangements Published 23.08.22
- 13 Proposed Access Arrangements-Swept Path Analysis Published 15.04.22
- 15A Proposed Cycle Shelter Published 07.06.22



Development Management Officer Report Committee Application

Summary

Committee Meeting Date: 31st August 2022

Application ID: LA04/2022/0853/F

Proposal:

Provision of a two-storey multi-purpose shared space building comprising main hall (to facilitate 3no. indoor pitches), changing and toilet facilities, kitchens and multifunction rooms. Car and cycle parking areas, service yard, perimeter fencing, temporary construction compound hoarding, associated external lighting and landscaping. Proposed vehicular and pedestrian accesses from Springfield Heights and Ballygomartin Road, service vehicles from Ballygomartin Road and all associated site works.

Location:

Site of the former Finlay's Factory SE of Ballygomartin Road, N of Moyard Crescent, NW of Springfield Heights and Springfield Park, Belfast, BT13 3QZ

Referral Route:

Major development
Belfast City Council application

Recommendation:

Approval

Applicant Name and Address:

Belfast City Council Physical Programmes Department 9-21 Adelaide Street Belfast **Agent Name and Address:**

Resolve Planning and Development Innovation Factory 385 Springfield Road Belfast BT12 7DG

Executive Summary:

BT2 8DJ

This application seeks full planning permission for a shared space community building which incorporates a range of integrated services and facilities to include indoor leisure, outdoor recreation, community space, capacity support, health and wellbeing, educational links and multipurpose spaces.

The main issues to be considered are:

- The principle of the re-development of the site for the proposed community use;
- Impact on the character and appearance of the area;
- Archaeology
- Access and parking;
- Human health;
- Drainage and flooding;
- The impact on natural heritage;
- Pre-application Community Consultation

The site is located within the development limits of Belfast in the BUAP 2001 and draft BMAP

and is un-zoned, "white land" in the BUAP and dBMAP. A Housing Renewal Area is located to the south in the BUAP.

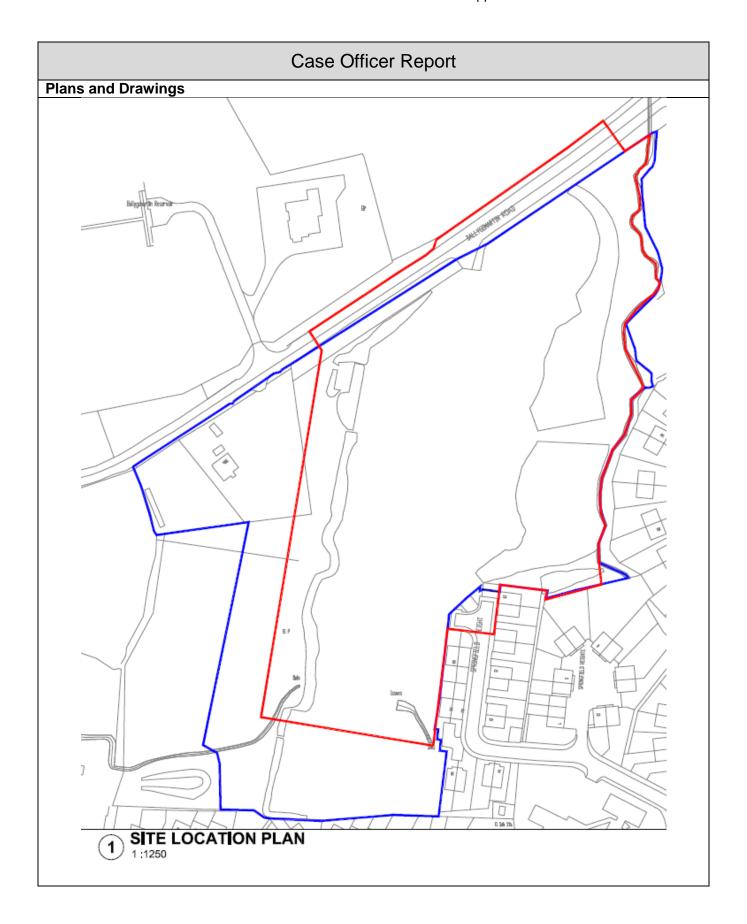
As the site is un-zoned "white land" within the settlement development limit and taking into account the site context, the last use of the site as a factory and previous planning permission for a multi-use community building on the site, the principle of community use is considered acceptable.

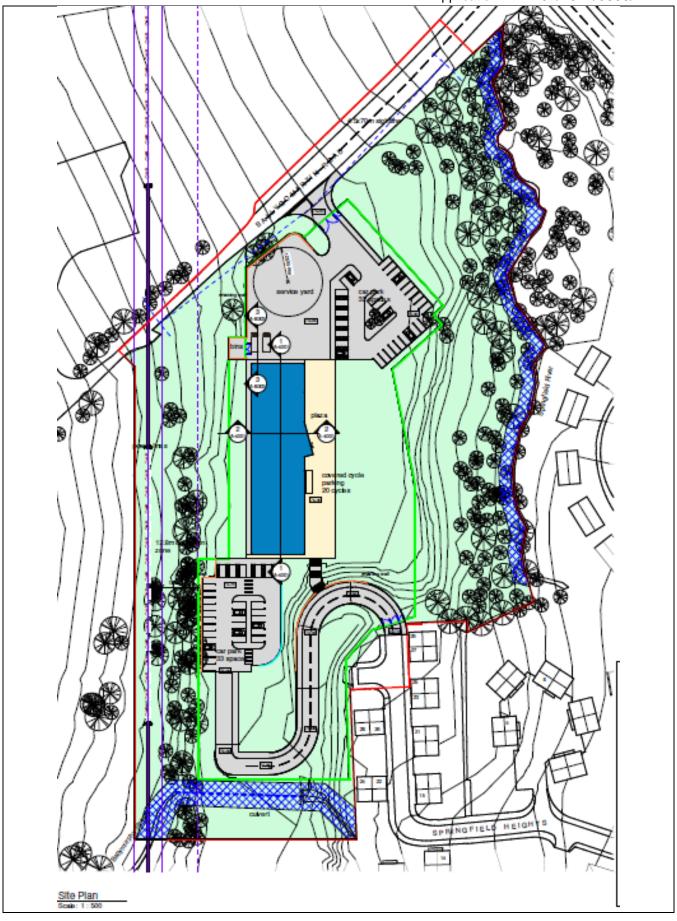
The design of the building is considered appropriate to its context. The proposal would not have an adverse impact on adjacent properties by way of noise and other impacts. The proposed access and parking arrangements are considered acceptable.

Consultees including DfI Roads, DAERA NIEA, DfC HED, NI Water, NIE, BCC Landscape Team and BCC Environmental Health have no objection to the proposal subject to conditions. Their consultations are detailed in the main body of the report. At the time of writing a final response is awaited from DfI Rivers.

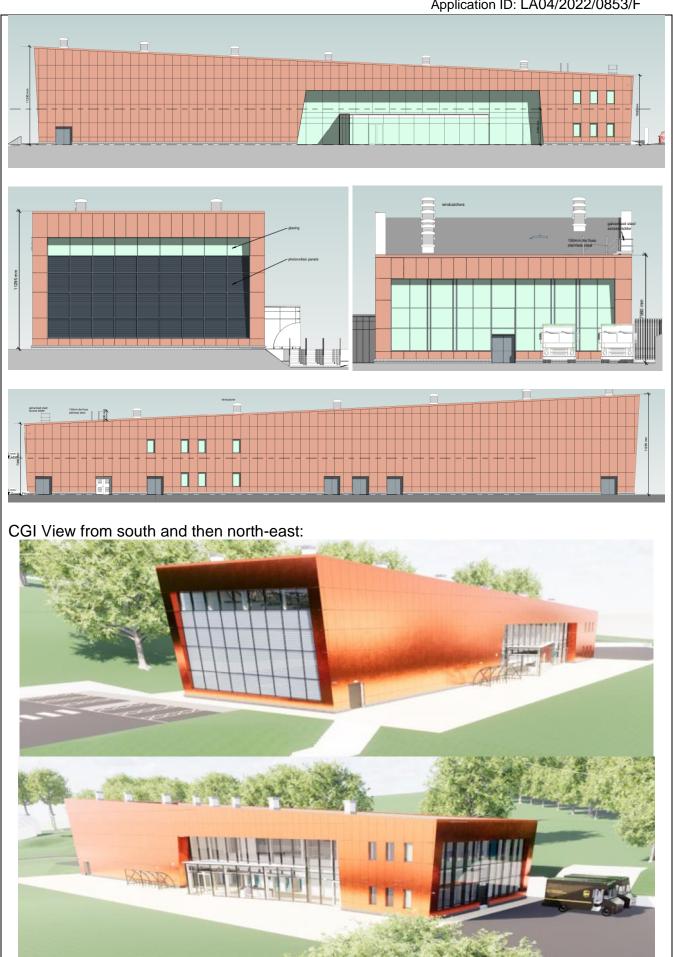
One representation has been received and is considered under Para 7.0 of the report.

Having regard to the Development Plan, and other material considerations, the proposed development is considered acceptable. It is recommended that planning permission is granted subject to conditions. Delegated authority is requested for the Director of Planning and Building Control to finalise the conditions and resolve any further issues raised by DFI Rivers and any other matters.





Application ID: LA04/2022/0853/F



Characteristics of the Site and Area

1.0 Description of Proposed Development

1.1 The application seeks full planning permission for the following:

'Provision of a two-storey multi-purpose shared space building comprising main hall (to facilitate 3no. indoor pitches), changing and toilet facilities, kitchens, multi-function rooms. Car and cycle parking areas, service yard, perimeter fencing, temporary construction compound hoarding, associated external lighting and landscaping. Proposed vehicular and pedestrian accesses from Springfield Heights and Ballygomartin Road, service vehicles from Ballygomartin Road and all associated site works.'

1.2 The applicant's Design and Access Statement states that the proposal aims to create a

'multipurpose shared space building to facilitate and promote sustainable and meaningful engagement between local communities divided by significant physical and physiological barriers. Proposed on a vacant site, this new building will offer a range of integrated services and facilities to include indoor leisure, outdoor recreation, community space, capacity support, health and wellbeing, educational links and multipurpose spaces.'

- The proposed building comprises two storeys and is orientated within the site to respond to the levels. It features a mono-pitch roof which slopes down from south to north. The exterior of the building is to be constructed using photovoltaic panels, curtain walling/copper facade and glazing. The entrance is on the east facade.
- 1.4 The proposed building contains approximately 110 square metres of solar panels on the south elevation and contains 'windcatchers' on the roof as a means of sustainable ventilation.
- The application also proposes the creation of two vehicular accesses from Ballygomartin Road to the north and through the housing at Springfield Heights to the south. These would serve two carparks either end of the building, providing a total of 65 parking spaces including 13 wheelchair accessible spaces. There would also covered cycle parking for 20 bicycles.

2.0 Description of Site and Area

- The application site is located on lands adjacent to and immediately to the north of the housing at Springfield Heights and Moyard Crescent, and south of Ballygomartin Road. There is housing further to the east and open countryside to the west. The site extends to 3.1ha and is enclosed by walls, high fencing and vegetation along all boundaries.
- There is a level difference across the site from west and east with a large flat area in the middle of the site. This part of the site was occupied by the former Finlay's Packaging Factory. The factory building was demolished in the early 2000s but the remains of the factory's concrete sub-floor can be seen on site. This is located at 75m AOD.
- 2.3 The Ballymurphy River, otherwise known as the Springfield Park Stream, emerges from a culvert below Ballygomartin Road, to flow down the eastern side of the site to a culvert at the edge of Springfield Heights. A smaller designated watercourse, (Ballymurphy Stream) crosses the south of the site. The Springfield Park Stream bank features a linear young plantation woodland along the length of the eastern edge of the site and to the north and this expands into a wider area at the junction. There is also a line of mature trees running along the western boundary of the site.

Planning Assessment of Policy and other Material Considerations 3.0 **Planning History** Full details of the planning history are provided at Annex A. Applications specific to the site are detailed below: 3.1 Ref ID: LA04/2021/2173/PAN Proposal: Provision of a two storey shared space centre comprising main hall, changing and toilet facilities, kitchens (ground and first floor), multi function rooms, multi function office, meeting rooms, storage and plant rooms, foyer and circulation space. Car and cycle parking areas, a service yard, perimeter fencing, associated external lighting and proposed landscaping. Proposed vehicular and pedestrian accesses from Springfield Heights and Ballygomartin Road and all associated site works. Address: Site of the former Finlay's Factory south east of Ballygomartin Road, north of Moyard Crescent, northwest of Springfield Heights and Springfield Park, Belfast, BT13 3QZ., Decision: PAN Acceptable Decision Date: 21.10.2021 3.2 Ref ID: LA04/2016/2207/F Proposal: Shared space building comprising sports hall, gym, dance/drama studio, social enterprise workshop (environmental focus), business units, meeting rooms, counselling/treatment rooms, cafe, educational facilities and performing arts space/exercise studio; with new access from Springfield Heights and to the Ballygomartin Road (from the building only); pedestrian only accesses; car and cycle parking; landscaping and associated site works. Address: Land southeast of, Ballygomartin Road north of, Moyard Crescent and, Northwest of, Springfield Park and, Springfield Heights, Belfast, **Decision: Permission Granted** Decision Date: 21.03.2017 3.3 Ref ID: Z/2011/0726/O Proposal: Proposed site for residential development, new access and ancillary site works. Address: Lands northwest of 1-8 Springfield Heights and north of Moyard Crescent, Belfast, BT13, **Decision: Permission Granted** Decision Date: 11.01.2016 3.4 Ref ID: Z/2004/1444/F Proposal: Residential development of 60 no. dwelling units. Address: Former factory site, Ballygomartin Road, Belfast Decision: Permission Granted on appeal Decision Date: 21.12.2005 4.0 **Policy Framework** 4.1 Belfast Urban Area Plan 2001 (BUAP) Draft Belfast Metropolitan Area Plan 2015 (v2004) Draft Belfast Metropolitan Plan 2015 (v2014) Section 45 (1) of the Planning Act (NI) 2011 requires regard to be had to the Development Plan, so far as material to the application and to any other material considerations. Section 6 (4) of the Planning (Northern Ireland) 2011 Act states that in making any determination under the said Act, regard is to be had to the local development plan, and that the

indicate otherwise.

determination must be made in accordance with the plan unless material consideration

Following the Court of Appeal decision on Belfast Metropolitan Area Plan in May 2017, the extant development plan is now the Belfast Urban Area Plan 2001. However, given the stage at which draft BMAP 2015 had reached pre-adoption through a period of independent examination, the policies within it still carry weight and are a material consideration in the determination of planning applications. The weight to be afforded is a matter of judgement for the decision maker. The weight to be attached to policies in emerging plans will depend upon the stage of plan preparation or review, increasing as successive stages are reached. Given the advanced stage that draft BMAP 2015 reached (i.e. pre-adoption following a period of independent examination), and that the main areas of contention were policies relating to Sprucefield Shopping Centre, dBMAP 2015 is considered to hold significant weight.

The Belfast Local Development Plan Draft Plan Strategy 2035 will guide future planning application decision making to support the sustainable spatial growth of the city up to 2035. The draft Plan Strategy has been subject to examination by the Planning Appeals Commission and the Council has been provided with a copy of their Report, together with a Direction from the Department for Infrastructure in relation to additional required steps before it can be adopted. Paragraph 1.10 of the Strategic Planning Policy Statement (SPPS) states that a transitional period will operate until such times as a Council's Plan Strategy has been adopted. Accordingly, whilst the Draft Plan Strategy is now a material consideration it has limited weight until it is adopted and during this transitional period existing policies will be applied including the SPPS and relevant PPSs.

4.2 Regional Development Strategy 2035

Strategic Planning Policy Statement for Northern Ireland

Planning Policy Statement 2 – Natural Heritage

Planning Policy Statement 3 – Access, Movement and Parking

Planning Policy Statement 4 – Planning and Economic Development

Planning Policy Statement 6 – Planning, Archaeology and the Built Environment

Planning Policy Statement 8 – Open Space, Sport and Recreation

Planning Policy Statement 15 – Planning and Flood Risk

5.0 Statutory Consultees

Dfl Roads – no objections in principle, subject to conditions

Dfl Rivers – awaiting final response

NIEA Natural Heritage - no objections

NIEA Land, Soil, and Air – no objections subject to conditions

NI Water – No objection

UK Crown Bodies – no objection

DfC Historic Environment Division – no objection subject to conditions

6.0 <u>Non-Statutory Consultees</u>

BCC Environmental Health - no objection subject to condition

BCC Landscape – no objection

Northern Ireland Electricity - no objections

BCC Tree Officer – no objection subject to condition

7.0 Representations

7.1 The application was first advertised on 18.05.2022 and re-advertised on 29.07.2022. Neighbour notifications were initially issued on 11.05.2022 and re-notified of amendments to the scheme on 03.08.22.

- 7.2 One representation has been received from the Belfast Hills Partnership.
- 7.3 The issues raised are summarised as follows:

- 1. Invasive species there may be Japanese knotweed on the site which would need to be reported and treated professionally.
- 2. Given the semi-rural location of the site, the size, height and building materials should be sympathetic to the surrounding landscape and there should be a buffer zone around the building.
- 3. The building should be screened to protect visibility from Black Mountain.
- 7.4 These issues are addressed as follows:
 - 1. Ecological considerations, including invasive species, are considered in the main report. NIEA were consulted and has no objection subject to condition.
 - 2. Design and landscaping are considered in the main report.
 - 3. As above at point 2, the site is within the development limit and given the scale of the building and site levels, the scheme is unlikely to impact long views. Regard is also had to the previous planning permission on the site for a large multi-use community building.

8.0 ASSESSMENT

8.1 Main Issues

- 8.1.1 The main issues relevant to consideration of the application are summarised below.
 - The principle of the re-development of the site for the proposed community use
 - Impact on the character and appearance of the area
 - Archaeology
 - Access and parking
 - Human health;
 - Drainage and flooding
 - The impact on natural heritage
 - Pre-application Community Consultation

8.2 The principle of community use at this location

- 8.2.1 The site is located within the development limits of Belfast in the BUAP 2001 and draft BMAP and is un-zoned, "white land" in the BUAP and dBMAP. A Housing Renewal Area is located to the south in the BUAP.
- 8.2.2 As the site is un-zoned "white land" within the settlement development limit and taking into account the site context, the last use of the site as a factory and previous planning permission for a multi-use community building on the site, the principle of community use is considered acceptable subject to consideration of Policy PED 7 of PPS 4.
- 8.2.3 As the site was most recently occupied by a manufacturing building, Policy PED 7 (Retention of Zoned Land and Economic Development Uses) of PPS 4, 'Planning and Economic Development', is a material consideration. Although demolition of the building and clearance of the site means that the site has a nil use in land-use planning terms. The proposal involves the loss of a previous manufacturing site to community use and Policy PED7 of PPS 4 applies.
- 8.2.4 Policy PED 7 states that on un-zoned land, a development proposal that would result in the loss of an existing Class B2, B3 or B4 use, or land last used for these purposes, will only be permitted where it is demonstrated that one of the following criteria is met:
 - (a) redevelopment for a Class B1 business use or other suitable employment use would make a significant contribution to the local economy; or

- (b) the proposal is a specific mixed-use regeneration initiative which contains a significant element of economic development use and may also include residential or community use, and which will bring substantial community benefits that outweigh the loss of land for economic development use; or
- (c) the proposal is for the development of a compatible *sui generis* employment use of a scale, nature and form appropriate to the location; or
- (d) the present use has a significant adverse impact on the character or amenities of the surrounding area; or
- (e) the site is unsuitable for modern industrial, storage or distribution purposes; or
- (f) an alternative use would secure the long-term future of a building or buildings of architectural or historical interest or importance, whether statutorily listed or not; or
- (g) there is a firm proposal to replicate existing economic benefits on an alternative site in the vicinity.
- 8.2.5 In this instance criterion (b) is considered to apply as the scheme is mixed regeneration of previously developed land. It comprises community uses which would bring substantial benefits to the community that outweigh the loss of employment land. Regard is also had to the previous planning permission for a multi-use community building on the site when the principle of a community building on the site was also accepted.
- 8.26 Moreover, Planning Advice Note to PPS 4, published in November 2015, accepts that there can be "special circumstances" in which a departure from the development plan zoning may be acceptable. Paragraph 16 of the Planning Advice Note reads:

'In the case of planning applications involving a departure from a development plan zoning, for example from light industrial use to a mixed use development, planning officers should be fully satisfied that it has been clearly demonstrated how the special circumstances of a particular case outweigh the preferred option of retaining the land for economic development use.'

- 8.27 "Special circumstances" are not defined in the Planning Advice Note and the example it uses is a change of use from industrial to mixed use. There is no definitive list of what those special circumstances might be. In this case, Officers consider that the community benefits of the proposal outweigh the loss of land last used for employment.
- 8.3 Impact on the character and appearance of the area
- 8.3.1 Paragraphs 4.13-8 highlight the importance of creating shared space, whilst paragraphs 4.23-7 stress the importance of good design. Paragraphs 4.11 and 4.12 of the SPPS require the safeguarding of residential and work environs and the protection of amenity.
- 8.3.2 The layout of the site has been designed to provide dual entrances with parking both from Springfield Heights and Ballygomartin Road. The building has been designed to benefit from maximum views of the city.
- 8.3.3 The applicant's Design and Access Statement (DAS) describes the building envelope as 'a simple sculptural form with mono-pitch roof sloping from main hall down to the two-storey accommodation to the north of the building. The lift overrun is contained within the additional volume beside the Main Hall. This will provide a simple yet bold and recognisable form. The sculptural form will have cut outs for glazing where appropriate (i.e. entrance foyer) and for photovoltaic panels integrated in a matching curtain walling system (i.e. south facing façade to main hall). Punched windows are provided to the envelope where they are required.'

- 8.3.4 The proposed palette of materials proposed is predominantly copper cladding with 'low clay brick plinth Ibstock Staffordshire blue and curtain walling finished in dark grey with double glazed units providing punctuation to the architecture. The curtain walling on the south facing façade contains an integrated photovoltaic array'.
- 8.3.5 The building has been designed to achieve maximum passive solar gain with 110sqm of solar panels on the southern elevation with the design overall achieving a 'Very Good' BREEAM rating.
- 8.3.6 The site contains landscaped areas within the site as well as areas of landscaping around the two carparks. The Council's Landscape, Planning and Development team were consulted and are content, stating that the detailed landscape proposals and planting schedules are acceptable and that the inclusion of proposed small unit paving for pedestrian areas is welcomed. The Tree Officer recommended the inclusion of a sedum roof and this was put to the applicant. A submission was then made which demonstrated that a sedum roof was not viable for the current scheme and that the roof would not be visible from key locations. Given the nature of the building and the financial implications set out by the applicant's team, it is considered that it is not reasonable to insist on the inclusion of the sedum roof. Following further consideration, the BCC Tree Officer has no objection subject to conditions.
- 8.3.7 A Landscape Management Plan has been provided and will be subject to condition.
- The design of the building is considered innovative and attractive and demonstrates good quality. The proposed landscaping proposals are considered acceptable and there would be no harm to the wider landscape. It is considered that the character and appearance of the area would be preserved.

8.4 <u>Archaeology</u>

DfC HED: Historic Monuments notes that the site is located within the extent of the former White Rock Dyeing Works, the Beetling Works and Bleach Green. It concurs with the conclusions in the applicant's *Archaeological and Cultural Heritage Assessment* and is content that the proposal satisfies Policy BH4 of PPS 6 subject to conditions for the agreement and implementation of a developer-funded programme of archaeological works. Having regard to the advice from HED and subject to this condition, it is considered that the proposal would not have any adverse impacts on archaeology.

8.5 Access and Parking

- The proposal includes two vehicular access, one from Ballygomartin Road to the north and the other through the housing at Springfield Heights to the south. The application also proposes the creation two carparks to the north and south sides of the building, creating a total of 65 parking spaces including 13 wheelchair accessible spaces. There is also covered cycle parking for 20 bicycles.
- 8.5.2 The proposal has been assessed against Policies AMP1, AMP2, AMP6, AMP7 and AMP8 of PPS3. Dfl Roads is satisfied with the proposal and raises no objection, subject to a number of conditions. The proposed access and parking arrangements are considered acceptable.

8.6 Contaminated Land

The application is supported by a GQRA and Remedial Strategy which were considered by both DAERA NIEA and Environmental Health. Both offer no objection and have provided conditions and informatives accordingly. The proposal is considered acceptable with regard to land contamination.

8.7 Noise

8.7.1 Environmental Health has reviewed the Acoustic Design Analysis and BREEAM Report and advised that it meets the relevant requirements. Informatives have been provided. No unacceptable noise conflicts are identified.

8.8 **Air Quality**

8.8.1 Environmental Health has reviewed the proposal and advises that it has no objections subject to conditions. The proposal is considered acceptable with regard to air quality.

8.9 <u>Site Drainage/Flood Assessment</u>

- 8.9.1 The application is supported by a Flood Risk Assessment and Drainage Assessment. The proposal has been considered against Policies FLD 1-5 of Revised PPS 15. DFI Rivers advises that the Flood Risk Assessment is deemed to be robust with regards to managing flood risk. DFI Rivers has also advised they have no objections under Policies FLD 2, 4 and 5. With regards to Policy FLD 3, a Schedule 6 consent (to discharge into a watercourse) has been requested. An addendum to the Flood Risk Assessment was submitted by the applicant on 10th August 2022, and final comments from DfI Rivers are awaited. Delegated authority is sought to resolve any further issues raised by DFI Rivers.
- 8.9.2 NI Water was consulted and notes that the proposal will discharge foul sewage to a private treatment plant and therefore they have no objections. The proposed arrangements for disposal of waste water are considered acceptable.

8.10 <u>Natural Heritage</u>

- 8.10.1 DAERA NIEA, Natural Environment Division (NED) acknowledges receipt of the Preliminary Ecological Appraisal (PEA) and the Outline Construction Environmental Management Plan (OCEMP), the Habitat Regulations Assessment (HRA), Bat Roost Potential Survey and Invasive Species Management Plan. Having considered the impacts of the proposal on designated sites and other natural heritage interests and, on the basis of the information provided, NED has no concerns subject to conditions.
- 8.10.2 NIEA: Water Management Unit were consulted and has no objections subject to the submission of a Construction Environmental Management Plan (CEMP). A condition is included accordingly.
- 8.10.3 Having regard to the advice from DAERA, the proposal is considered acceptable with regard to impact on natural heritage and ground water environment, and having regard to PPS 2 and the SPPS.

8.11 Pre-Community Consultation

- 8.11.1 For applications that fall within the Major category of development as prescribed in the Development Management Regulations, Section 27 of the Planning Act (NI) 2011 places a statutory duty on the applicant for planning permission to consult the community in advance of submitting an application.
- 8.11.2 Section 27 also requires that a prospective applicant, prior to submitting an application for Major development must give notice, known as a 'Proposal of Application Notice' (PAN) that an application for planning permission for the development is to be submitted. A PAN (LA04/2021/2173/PAN) was submitted to the Council on 17 September 2021 and was deemed acceptable on 21 October 2021.
- 8.11.3 Where pre-application community consultation has been required and a PAN has been submitted at least 12 weeks in advance of the application being submitted, the applicant must prepare a pre-application community consultation report (PACC) to accompany the planning application. A PACC Report has been submitted in support of this application

	Application 15. E. 10 1/2022/0000/1
	which details a digital public information event, letters, leaflets and the public advertisement.
8.11.4	According to the PACC report, 101 comments and questions were made via 37 responses all of which were via the digital consultation.
8.11.5	The consultation demonstrated that the majority of respondents were in favour of the proposed development. Concerns were expressed regarding car parking, cycle parking, design and use. The applicant states that all concerns were considered and where appropriate changes were made.
8.11.6	It is considered that the PACC Report has demonstrated that the applicant has carried out their duty under Section 27 of the Planning Act (NI) 2011 to consult the community in advance of submitting an application.
10.0	Summary of Recommendation:
10.1	Having regard to the Development Plan, and other material considerations, the proposed development is considered acceptable.
10.2	It is recommended that planning permission is granted subject to conditions. Delegated authority is requested for the Director of Planning and Building Control to finalise the conditions and resolve any further issues raised by DFI Rivers and any other matters.
11.0	DRAFT CONDITIONS:
1.	The development hereby permitted shall be begun before the expiration of 5 years from the date of this permission.
	Reason: As required by Section 61 of the Planning Act (Northern Ireland) 2011.
2.	Prior to the operation of the proposed development, a Verification Report shall be submitted to and approved in writing by the Council. This report must demonstrate that the remediation measures outlined in the RSK Ireland report entitled 'Black Mountain Shared Space Project, Remedial Strategy, Black Mountain Shared Space Project, Site of Former Finlay Factory, Belfast, 603566-R2(00), October 2021', and as amended within the RSK (Ireland) Ltd letter dated 28th July 2022 (Planning Ref: LA04/2022/0853/F, RSK Ref: 603566 L01), have been implemented.
	The Verification Report shall demonstrate the successful completion of remediation works and that the site is now fit for end-use. It must demonstrate that the identified human health contaminant linkages are effectively broken. The Verification Report shall be in accordance with Environment Agency guidance, British Standards and CIRIA industry guidance. In particular, this Verification Report must demonstrate that: a) A minimum 400mm capping layer has been emplaced in the area shown in the figure titled 'Capping Layer Requirements 400mm' of the RSK (Ireland) July 2022 letter, formed from material that is demonstrably suitable for use (public open space near residential housing).
	b) Characteristic Situation 2 gas protection measures have been provided within the development in accordance with BS 8485:2015+A1:2019. Gas protection measures shall be verified in accordance with the requirements of CIRIA C735. c) Vapour protection measures have been provided within the development; these shall be
	installed and verified in accordance with the requirements of CIRIA C748.
	Reason: To demonstrate that the required remedial measures have been incorporated into the development, in the interests of human health.

3. If during the carrying out of the development, new contamination is encountered that has not previously been identified, all related works shall cease immediately, and the Council shall be notified immediately in writing. This new contamination shall be fully investigated in accordance with current industry recognised best practice. In the event of unacceptable human health risks being identified, a Remediation Strategy and subsequent Verification Report shall be submitted to and agreed in writing by the Council, prior to the development being occupied or operated. The Verification Report shall be completed by competent persons in accordance with best practice and must demonstrate that the remediation measures have been implemented and that the site is now fit for end-use.

Reason: To ensure that any contamination within the site is appropriately dealt with, in the interests of human health.

4. In the event that additional pollution sources, to include any substantial combustion sources (boilers, CHP or biomass) are proposed and there is a risk to human health receptor locations as per the criteria detailed within the *Environmental Protection UK and Institute of Air Quality Management, Land-use Planning & Development Control: Planning For Air Quality (January 2017)*, this Service requests that an Air Quality Impact Assessment be carried out and submitted to the Planning Authority for review and approval in writing.

Reason: Protection of human health.

5. No development shall commence until a Final Construction Environmental has been submitted to and approved in writing by the Council. The development shall not be carried out unless in accordance with the approved details.

Reason: To ensure effective avoidance and mitigation measures have been planned for the protection of the water environment.

- 6. No development shall commence until an Environmental Monitoring Plan, to include downstream surface water and downgradient groundwater monitoring points, has been submitted to and approved in writing by the Council. The monitoring shall specify:
 - The monitoring locations and schedule for monitoring prior, during and post development,
 - The parameters and contaminants to be monitored, including the limits of detection for laboratory analyses.
 - If impacts are detected the provisions of Conditions 5 and 6 will require additional risk assessment and if necessary a remedial strategy in accordance with the Land Contamination: Risk Management (LCRM) guidance available at https://www.gov.uk/guidance/land-contamination-how-to-manage-the-risks.
 - The results of the monitoring must be provided to discharge Conditions 2 and 3 of the decision notice.

The development shall not be carried out unless in accordance with the approved details.

Reason: Protection of environmental receptors to ensure the site is suitable for use.

7. In the event that piling is required, no piling work shall commence on this site until a Piling Risk Assessment has been submitted to and approved in writing by the Council. The Piling Risk Assessment shall be undertaken in full accordance with the methodology contained within the Environment Agency document on "Piling and Penetrative Ground Improvement

Methods on Land Affected by Contamination: Guidance on Pollution Prevention" (or any guidance that. The methodology is available at:

http://webarchive.nationalarchives.gov.uk/20140329082415/http://cdn.environmentagency.gov.uk/scho0501bitt-e-e.pdf.

No piling shall be carried out unless in accordance with the approved details.

Reason: Protection of environmental receptors to ensure the site is suitable for use.

- 8. No development shall be carried out unless a Final Construction and Environmental Management Plan (CEMP) has been submitted to and approved in writing by the Council. The CEMP shall include the following:
 - a) Construction methodology and timings of works,
 - Pollution Prevention Plan; including suitable buffers between the location of all construction works, storage of excavated spoil and construction materials, any refuelling, storage of oil/fuel, concrete mixing and washing areas and any watercourses or surface drains present on or adjacent to the site;
 - c) Site Drainage Management Plan; including Sustainable Drainage Systems (SuDS), foul water disposal and silt management measures;
 - d) Water Quality Monitoring Plan;
 - e) Environmental Emergency Plan;
 - f) Details of appropriate mitigation measures to protect protected and priority species.
- 9. The development shall not be carried out unless in accordance with the approved details.

Reason: To protect Northern Ireland priority species and habitats, to ensure implementation of mitigation measures identified within the Habitat Regulations Assessment and to prevent likely significant effects on the Inner Belfast Lough ASSI, Belfast Lough SPA, Belfast Lough Ramsar site and Belfast Lough Open Water SPA designated sites.

- 10. Notwithstanding the submitted details, no development activity shall take place until a Final Landscape Management Plan has been submitted to and approved in writing by the Planning Authority. The Plan shall include the following:
 - a) The retention of mature trees and Lowland Meadow NIPH on site;
 - b) Details of the protection of retained trees and hedgerows by appropriate fencing in accordance with British Standard 5837:2012 Trees in relation to design, demolition and construction Recommendations;
 - c) Details of appropriate management measures to be implemented for the Lowland Meadow priority habitat (identified as Compartment 9 in the PEA);
 - d) Planting Schedule to include appropriate numbers of native species of trees/shrub and wildflower species;
 - e) Details of the aftercare of all planting on the site.
- Any existing or proposed trees or plants indicated on the approved plans which, within a period of five years from the date of planting, die, are removed or become seriously damaged, diseased or dying shall be replaced during the next planting season with other trees or plants of a location, species and size, details of which shall have first been submitted to and approved in writing by the Council.

The development shall not be carried out unless in accordance with the approved details.

Reason: to compensate for the removal of trees/shrubs/hedgerows and to minimise the impact of the proposal on the biodiversity of the site.

- 12. No development shall be carried out unless a Final Invasive Species Management Plan has been submitted to and approved in writing by the Council. The Plan shall include:
 - a) Updated survey for invasive species to identify all locations on site where they occur:
 - b) Details of the removal/eradication and/or treatment of identified invasive species;
 - c) Details of any necessary mitigation measures to be implemented during the construction phase or thereafter to prevent the spread of invasive species; and
 - d) Details of any follow-up management or monitoring of invasive species on the site.

The development shall not be carried out unless in accordance with the approved details.

Reason: To prevent the spread of invasive plant species listed on Schedule 9 of the Wildlife (Northern Ireland) Order 1985 (as amended) and The Invasive Alien Species (Enforcement and Permitting) Order (Northern Ireland) 2019 and to minimise the impact of the proposal on the biodiversity of the site.

The development shall not become operational until weather protected cycle parking has been fully provided in accordance with Drawing Number X uploaded to the Planning Portal on Y. The weather protected cycling parking shall be retained at all times in accordance with the approved details.

Reason: To ensure acceptable cycle parking facilities on the site and to encourage alternative modes of transport to the private car.

The development shall not become operational until hard surfaced parking areas have been provided and permanently marked in accordance with the approved plan. These parking areas shall be retained at all times and shall not be used other than for the parking of vehicles.

Reason: To ensure acceptable parking facilities on the site.

The access gradients shall not exceed 4% (1 in 25) over the first 10m outside the road boundary. Where the vehicular access crosses a footway or verge, the access gradient shall be between 4% (1 in 25) maximum and 2.5% (1 in 40) minimum and shall be formed so that there is no abrupt change of slope along the footway.

Reason: To ensure there is a satisfactory means of access in the interests of road safety and the convenience of road users.

All redundant accesses from the site to the public road shall be permanently closed off on commencement of use of the new access points that they replace.

Reason: In order to minimise the number of access points on to the public road in the interests of road safety and the convenience of road users.

17. The vehicular access, including visibility splays and any forward sight distance, shall be provided in accordance with ePIC Drawing No. 26A prior to the operation of any other works or other development hereby permitted and permanently retained at all times.

Reason: To ensure there is a satisfactory means of access in the interests of road safety and the convenience of road users.

The area within the visibility splays and any forward sight line shall be cleared to provide a level surface no higher than 250 mm above the level of the adjoining carriageway before the development hereby permitted becomes operational and such splays shall be retained and kept clear thereafter.

Reason: To ensure there is a satisfactory means of access in the interest of road safety and the convenience of road users

19. The development shall operate at all times in accordance with the Travel Plan.

Reason: To encourage alternative modes of transport to the private car.

All landscaping works shall be carried out in accordance with the approved details on drawing no [xxxx, dated xxxx]. The works shall be carried out prior to the completion of the development unless otherwise agreed in writing by the Council. Any trees or plants indicated on the approved scheme which, within a period of five years from the date of planting, die, are removed or become seriously damaged, diseased or dying shall be replaced during the next planting season with other trees or plants of a location, species and size, details of which shall have first been submitted to and approved in writing by the Council.

Reason: In the interests of the character and appearance of the area

All trees and planting within the site shall be retained unless shown on the approved drawings as being removed (they can be stored temporarily at a safe appropriate location and transplanted onto the site as part of proposed landscaping measures). Any trees or planting indicated on the approved drawings which, within a period of five years from the date of planting, die, are removed or become seriously damaged, diseased or dying, shall be replaced during the next planting season (October to March inclusive) with other trees or plants of a location, species and size to be first approved in writing by the Council.

Reason: In the interests of visual amenity.

23. No development shall be carried out unless tree protective measures, protective barriers (fencing) and ground protection have been erected or installed as specified and in accordance with the British Standard 5837: 2012 (section 6.2) on any trees to be retained within the site, and must be in place before any materials or machinery are brought onto site for demolition, development or soil stripping. Protective fencing must remain in place for the duration of the construction process.

Reason: To ensure the protection of, and to ensure the continuity of amenity afforded by any existing trees to be retained within the site and on adjacent lands.

24. No storage of materials, parking of vehicles or plant, temporary buildings, sheds, offices or fires within the Root Protection Areas of trees within the site and adjacent lands during the construction period.

Reason: To avoid compaction within the RPA of existing trees to be retained.

25. The development shall not be carried out unless in accordance with the Arboricultural Method Statement (date 10th July 20220 – John Morris Arboricultural Consultancy) submitted in support of the application.

Reason: Required to safeguard and enhance the character and amenity of the site and locality and to avoid any irreversible damage to retained trees within the site.

12.0 Representations from Elected Representatives (if relevant) N/A

Application ID: LA04/2022/0853/F

13.0	Referral to DfI (if relevant)
	N/A

ANNEX A		
Date Valid	3 rd March 2022	
Date First Advertised	20 th May 2022	
Date Last Advertised	29 th July 2022	

Details of Neighbour Notification (all addresses)

The Owner/Occupier,

15 Springfield Heights, Belfast, Antrim, BT13 3QZ

The Owner/Occupier,

16 Springfield Heights, Belfast, Antrim, BT13 3QZ

The Owner/Occupier,

17 Springfield Heights, Belfast, Antrim, BT13 3QZ

The Owner/Occupier,

18 Springfield Heights, Belfast, Antrim, BT13 3QZ

The Owner/Occupier,

19 Springfield Heights, Belfast, Antrim, BT13 3QZ

The Owner/Occupier,

20 Springfield Heights, Belfast, Antrim, BT13 3QZ

The Owner/Occupier,

21 Springfield Heights, Belfast, Antrim, BT13 3QZ

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22 Springfield Heights, Belfast, Antrim, BT13 3QZ

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23 Springfield Heights, Belfast, Antrim, BT13 3QZ

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24 Springfield Heights, Belfast, Antrim, BT13 3QZ

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25 Springfield Heights, Belfast, Antrim, BT13 3QZ

The Owner/Occupier,

26 Springfield Heights, Belfast, Antrim, BT13 3QZ

The Owner/Occupier,

27 Springfield Heights, Belfast, Antrim, BT13 3QZ

The Owner/Occupier,

28 Springfield Heights, Belfast, Antrim, BT13 3QZ

The Owner/Occupier,

29 Springfield Heights, Belfast, Antrim, BT13 3QZ

The Owner/Occupier,

300 Ballygomartin Road, Belfast, Antrim, BT13 3NN

The Owner/Occupier,

37 Vere Foster Walk, Belfast, Antrim, BT12 7QL

The Owner/Occupier,

39 Vere Foster Walk, Belfast, Antrim, BT12 7QL

The Owner/Occupier,

40 Vere Foster Walk, Belfast, Antrim, BT12 7QL

The Owner/Occupier,

45 Moyard Crescent, Belfast, Antrim, BT12 7HJ

The Owner/Occupier,

65 Moyard Crescent, Belfast, Antrim, BT12 7HJ

The Owner/Occupier,

67 Moyard Crescent, Belfast, Antrim, BT12 7HJ

The Owner/Occupier,

68 Springfield Park, Belfast, Antrim, BT13 3PZ

The Owner/Occupier,

69 Moyard Crescent, Belfast, Antrim, BT12 7HJ

The Owner/Occupier,

70 Springfield Park, Belfast, Antrim, BT13 3PZ

The Owner/Occupier.

71 Moyard Crescent, Belfast, Antrim, BT12 7HJ

The Owner/Occupier.

72 Springfield Park, Belfast, Antrim, BT13 3PZ

The Owner/Occupier,

73 Moyard Crescent, Belfast, Antrim, BT12 7HJ

The Owner/Occupier,

74 Springfield Park.Belfast,Antrim.BT13 3PZ

The Owner/Occupier,

75 Moyard Crescent, Belfast, Antrim, BT12 7HJ

The Owner/Occupier,

76 Springfield Park, Belfast, Antrim, BT13 3PZ

The Owner/Occupier,

77 Movard Crescent.Belfast.Antrim.BT12 7HJ

The Owner/Occupier,

78 Springfield Park, Belfast, Antrim, BT13 3PZ

The Owner/Occupier,

79 Moyard Crescent, Belfast, Antrim, BT12 7HJ

The Owner/Occupier,

80 Springfield Park, Belfast, Antrim, BT13 3PZ

The Owner/Occupier,

82 Springfield Park, Belfast, Antrim, BT13 3PZ

The Owner/Occupier,

87 Moyard Crescent, Belfast, Antrim, BT12 7HL

The Owner/Occupier,

89 Moyard Crescent, Belfast, Antrim, BT12 7HL

The Owner/Occupier,

91 Moyard Crescent, Belfast, Antrim, BT12 7HL

James Boyd, Hills Conservation Officer, Belfast Hills Partnership

Date of Last Neighbour Notification	3 rd August 2022
Date of EIA Determination	19th May 2022
ES Requested	No

Planning History

Ref ID: LA04/2016/2207/F

Proposal: Shared space building comprising sports hall, gym, dance/drama studio, social enterprise workshop (environmental focus), business units, meeting rooms, counselling/treatment rooms, cafe, educational facilities and performing arts space/exercise studio; with new access from Springfield Heights and to the Ballygomartin Road (from the building only); pedestrian only accesses; car and cycle parking; landscaping and associated site

works.

Address: Land southeast of, Ballygomartin Road north of, Moyard Crescent and, Northwest of, Springfield Park and, Springfield Heights, Belfast,

Decision: Permission Granted Decision Date: 21.03.2017

Ref ID: LA04/2021/2173/PAN

Proposal: Provision of a two storey shared space centre comprising main hall, changing and toilet facilities, kitchens (ground and first floor), multi function rooms, multi function office, meeting rooms, storage and plant rooms, foyer and circulation space. Car and cycle parking areas, a service yard, perimeter fencing, associated external lighting and proposed landscaping. Proposed vehicular and pedestrian accesses from Springfield Heights and Ballygomartin Road and all associated site works.

Address: Site of the former Finlay's Factory south east of Ballygomartin Road, north of Moyard

Crescent, northwest of Springfield Heights and Springfield Park, Belfast, BT13 3QZ.,

Decision: PAN Acceptable Decision Date: 21.10.2021

Ref ID: Z/2012/0117/RM

Proposal: Residential development of 123 no. dwellings consisting of semi-detached,

townhouses, apartments and associated site works

Address: Site East of Ballygomartin Reservoir, Ballymartin Road, West Belfast, Co. Antrim,

Decision: Permission Refused Decision Date: 21.08.2014

Ref ID: Z/2006/1101/O

Proposal: Site of 3.6 ha for mixed residential development of approximately 144 dwellings. Address: Site east of Ballygomartin Reservoir, Ballygomartin Road, West Belfast, site accessed

off Ballygomartin Road.

Decision: Permission Granted on appeal

Decision Date: 28.04.2009

Ref ID: Z/2004/1444/F

Proposal: Residential development of 60 no. dwelling units. Address: Former factory site, Ballygomartin Road, Belfast

Decision: Permission Granted on appeal

Decision Date: 21.12.2005

Ref ID: Z/2010/0023/F

Proposal: Residential development - 4no semi detached dwellings (2 storey) replacing 6 no

apartments as approved in planning application ref Z/2002/2479/F

Address: Lands at the end of Springfield heights (also adjacent to the former 'Finlays Packaging'

factory off Ballygomartin Road), Belfast BT13

Decision: Permission Granted Decision Date: 16.08.2010

Ref ID: LA04/2016/1354/PAN

Proposal: Shared space building comprising sports hall, business units, cafe, upcycle centre, dance studio, drama studio, offices, meeting rooms and educational facilities; vehicular and pedestrian only accesses; nature trail; car parking; landscaping; and associated site works. Address: Land South East of Ballygomartin Road, North of Moyard Crescent and North West of Springfield Park and Springfield Heights, Belfast,

Decision: PAN Acceptable Decision Date: 06.07.2016

Ref ID: Z/2011/0726/O

Proposal: Proposed site for residential development, new access and ancillary site works. Address: Lands northwest of 1-8 Springfield Heights and north of Moyard Crescent, Belfast,

BT13,

Decision: Permission Granted Decision Date: 11.01.2016

Application ID: LA04/2022/0853/F